2007–2008

Saskatchewan

Provincial Budget

Minister's Message

I am pleased to introduce the 2007-08 Performance Plan for the Department of Corrections and Public Safety. This Plan reflects our ongoing work with stakeholders, staff, clients and the public in meeting our mandate to keep Saskatchewan individuals and communities safe today and in the future.

We continue to make significant progress in advancing our goals. We are committed to completing the specific key actions identified in this Performance Plan, and reporting on the Department's progress to the people of our Province in July 2008.

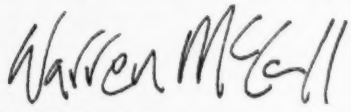
Our Department is working hard to undertake key initiatives that respond to the Commission on First Nations and Métis Peoples and Justice Reform. Construction commenced on the replacement of the 1913 portion of the Regina Provincial Correctional Centre, which will allow us to balance necessary supervision and controls with effective programs to help offenders regain their place in the community as productive citizens.

Reducing violence in correctional facilities, particularly gang-related violence, remains a high priority for Corrections and Public Safety. Our Violence Reduction Strategy provides staff in correctional centres with additional tools to recognize and manage violent offenders and diffuse volatile situations. The goals of this innovative strategy include reducing violent incidents in facilities, decreasing re-offending, and increasing employment and literacy among inmates.

The Department continues to be the Province's lead in co-ordinating emergency preparedness and management. In 2006-07, Saskatchewan was again called upon to provide emergency assistance due to floods and forest fires in a number of communities across the Province. These natural disasters underscore the need for municipalities to further undertake their own emergency preparedness planning, and we will continue to offer support and assistance to them as they work toward measures for protecting their citizens and property.

The development of a new emergency telecommunications system to replace the out-dated system is also a key priority. The Department is working with its partners to build on a new consolidated public safety mobile radio communication system to ensure seamless and efficient emergency telecommunications response.

We will continue to work with our many partners to create a Saskatchewan that is a safe and secure place to live and raise a family.



Warren McCall
Minister of Corrections and Public Safety

Who We Are

The Department of Corrections and Public Safety (CPS) is a large department, employing about 2,000 staff throughout the province. We serve thousands of clients annually through a wide array of programs and services.

The vision for Saskatchewan Corrections and Public Safety is "working together for safe Saskatchewan communities."

Our mandate is to promote safe communities by delivering effective programs for individuals in conflict with the law through emergency planning and communication, through monitoring of building standards, the delivery of fire prevention and disaster assistance programs, and through licensing and inspection services.

The Department is organized to reflect the key areas described below.

ADULT CORRECTIONS

Adult Corrections delivers a wide range of programs providing for varying levels of offender care, control and supervision. These programs are delivered through two operational systems: the Community Operations Branch and the Institutional Operations Branch. Corrections programs are administered by seven regional offices of Community Corrections, four major correctional centres, and eight reduced-custody facilities (Battleford and Buffalo Narrows Community Correctional Centre, Besnard Lake Camp and Saskatoon Urban Camp, and community training residences in Regina, Saskatoon and Prince Albert). In addition, the Department contracts with the Prince Albert Grand Council (Healing Lodge) for reduced-custody services. Northern services, both community and institutional, are administered through the North West Community Operations office in North Battleford and sub-offices in Meadow Lake, Buffalo Narrows and La Loche, and the North East Community Operations office located in La Ronge, with a sub-office in Creighton.

In 2005-06, the Department supervised an average of 1,244 offenders in custody and more than 5,800 offenders in community correctional programs per day.

YOUNG OFFENDER PROGRAMS

Programs and services to young offenders are administered and delivered through three regional offices and 18 sub-offices across the province and by program staff in central office located in Regina. In addition, open and secure custody/remand is provided in eight youth facilities throughout the Province. On any given day, four youth will be serving open-custody

sentences in a provincial network of community homes. Alternative measures for youth are delivered by community-based organizations, many of which are First Nations and Métis organizations.

In 2005-06, the Department supervised, on an average daily basis, 209 youth in custody and 1,923 young people in community young offenders programs.

LICENSING AND INSPECTIONS

This Branch enhances public safety through regulatory and enforcement programs that are operated on a fee-for-service basis. Programs focus on the commercial, institutional and industrial sectors of the Province, but the safety benefits help protect all Saskatchewan residents. The Branch administers elevator and amusement ride safety programs, boiler and pressure safety programs and licensing programs for contractors and individuals who perform gas and electrical installations. Offices are located in Regina and Saskatoon.

PROTECTION AND EMERGENCY SERVICES

The Protection and Emergency Services Branch is made up of Building and Fire Safety, Public Safety and 911, and SaskEMO.

BUILDING AND FIRE SAFETY

The Office of the Fire Commissioner, in accordance with *The Fire Prevention Act, 1992*, and *Regulations*, provides Saskatchewan communities, fire departments and emergency service organizations with programs and services that protect people, property and the environment from fire.

Building Standards oversees provincial standards for building construction. It monitors and updates legislation and regulations; assists owners, municipalities, designers, and builders in complying with these requirements; issues official building licences; and provides administrative and technical support for the Saskatchewan Building and Accessibility Standards Appeal Board.

PUBLIC SAFETY AND 911

This Unit works with communities to build their public safety capacity through education, training and public awareness; emergency management support; and support to and management of the Sask911 call-taking and transfer system. It also provides direct support to communities facing emergencies when called upon to do so and works closely with SaskEMO in the co-ordination of provincial resources needed by the community.

SASKEMO

The role of this Unit is to strengthen emergency management across the provincial government and to link with other jurisdictions for support. It also includes the Provincial Disaster Assistance Program (PDAP), which provides financial assistance to eligible claimants located in a municipality that has been designated eligible for assistance as a result of a substantial loss or damage to uninsurable, essential property caused by a natural disaster.

STRATEGIC POLICY

The Strategic Policy Branch delivers a number of central services to the Department and manages the process for bringing decision items to Cabinet on behalf of the Department. The Branch co-ordinates the development and maintenance of the strategic plan, prepares annual reports, represents the Department on many interdepartmental strategies, manages the federal/provincial/territorial agenda and manages, in conjunction with Management Services, the strategic direction of the Department.

MANAGEMENT SERVICES

Management Services Branch provides executive direction and centrally-managed services in the areas of financial planning and management, strategic planning and policy development, and other corporate services required for the delivery of the Department's mandate.

SHARED SERVICES

There are a number of functions delivered through a shared services arrangement that provide support to both the Departments of Corrections and Public Safety and Justice. These services are provided by Communications and Public Education Branch, Administrative Services Branch, Systems Services Branch, and Human Resources Branch.

OUR 2007-08 KEY PARTNERS

The Department is responsible for the delivery of adult and youth correctional services, licensing and inspections services, and the co-ordination and community support for emergency planning and preparedness. In addition, the Department works in partnership with other departments, governments and community-based organizations for the delivery of services.

The key partners in the delivery of services include: community-based organizations, Tribal Councils/First Nations, and municipal and local authorities. These partners deliver key correctional services such as youth alternative measures and reintegration programs, two custody programs in youth and adult corrections, primary dispatch and delivery of emergency services, and delivery of some local inspection services, including fire and building inspections. The partnerships are funded on a contractual basis based on specific program expectations and volumes of case activity. Results are reported to the Department semi-annually. A number of performance measures refer to the programs delivered by third-party organizations.

Key partners include:

- Community-based agencies that deliver youth alternative measures: John Howard Society in Moose Jaw, Regina and Saskatoon; Tribal Councils in North Battleford, Prince Albert, Regina, Saskatoon and Yorkton; Friendship Centres in Fort Qu'Appelle, Ile-à-la Crosse, La Ronge, Prince Albert and Touchwood; and various community-based organizations in La Loche, Meadow Lake, North Battleford, Prince Albert, Regina and Saskatoon.
- Various adult correctional programs are delivered by Prince Albert Grand Council and probation services are delivered by File Hills Qu'Appelle Tribal Council.
- Custody programs include a Healing Lodge operated by the Prince Albert Grand Council.
- Municipal and local authorities and First Nations provide primary dispatch and delivery of emergency services. They provide the first level and therefore front line of response to emergencies their communities face, and deliver some local inspection services, including fire and building inspections.
- Professional and volunteers in fire services and emergency management are key partners in emergency management and fire safety.

Plan at a Glance

The Performance Plan for 2007-08 builds on the plan that was released in previous years, with a major revision undertaken in 2006-07. Changes to the plan for 2007-08 are minimal, and are described in detail in a later section. The goals and objectives for the Department are multi-year and address the areas of partnerships to promote and maintain safe communities, effective rehabilitative program interventions, and safe, healthy and respectful department work environments. While the key actions in this plan relate primarily to the 2007-08 fiscal year, the plan is multi-year in nature and will continue to evolve over the coming years.

The Department will report on the actual results of the 2007-08 Performance Plan in the 2007-08 Annual Report in July 2008.

The Department undertook discussions to review its plan for 2007-08. Consultations included a series of separate meetings with senior and other management officials from each of the branches. In addition, a planning day was set aside to review the outcomes of those consultations as they pertain to the development of the budget. Higher level discussions on the strategic plan were held with the various forums throughout the Department.

The Performance Plan reflects some consultation with external stakeholders, but there were limited consultations with these stakeholders on the plan as a whole.

There were consultations held with various stakeholders on branch-specific issues that are part of the plan. For example, discussions have taken place with stakeholders regarding the development of a replacement emergency telecommunications system. The Sask911 Advisory Committee continues to be consulted regarding the direction of the Sask911 system. There are numerous ongoing technical consultations with stakeholders in other areas such as elevating devices, amusement rides and gas and electrical licensing agents.

Consultations are also ongoing through the Departmental union-management process. In addition, the Aboriginal partners are consulted on an ongoing basis regarding program development and direction. These partners include the Federation of Saskatchewan Indian Nations, community-based service delivery agencies which include Tribal Councils, and the Traditional Elders Ministerial Advisory Committee.

Below is a summary of our plan for 2007-08 and beyond. The goals and objectives articulate the outcomes the Department is pursuing, which support advancement towards our vision. The performance measures are one of the key tools we will use to gauge our progress towards meeting our objectives.

VALUES

ACCOUNTABILITY

We believe:

- in being held accountable for the provision of quality, cost-effective and innovative services; and
- that managers are accountable to lead, and employees are accountable for their work as directed by the strategic plan.

COLLABORATION OF PARTNERSHIPS

- We believe in building respectful partnerships that recognize the collective responsibilities of all partners.

CULTURAL SENSITIVITY

- We believe in recognition of the unique circumstances and culture of our client group; we believe that culturally sensitive programs (developed and delivered in partnership with Aboriginal people) have better outcomes.

EQUITY

- We believe in a work environment that promotes equal opportunity for all people irrespective of race, ethnicity, gender, sexual orientation or disability.

EMPLOYEE CAPABILITY AND WELLNESS

- We believe in valuing our employees by investing in their capability, promoting their professional growth and giving priority to the balance between their personal and professional lives.

RESPECT

- We believe in the inherent worth and contribution of all relationships between Department staff, clients and stakeholders.

PRINCIPLES

FAIRNESS

- Client and employee rights and freedoms are protected and ensured.

BALANCE

- Policies, programs, strategies and processes balance the needs of all stakeholders, including the public, industry, government and clients.

RULE OF LAW

- All citizens and government are subject to the law and must operate according to its terms.

LEAST RESTRICTIVE MEASURES

- Any measure applied to a client is done in a manner that is no more restrictive than what is required by law at any given time.

VISION

- Working together for safe Saskatchewan communities.

GOAL 1

Government and its partners work together to promote and maintain safe communities

OBJECTIVE 1 – *Government, in partnership with Aboriginal and other community-based organizations, promotes, plans and delivers effective and accountable adult and youth corrections services*

Performances Measures

- Percentage of participants in the *Thinking for a Change* program (formerly known as the Journey to a Better Lifestyle program) that successfully complete the program
- Number of youth cases reaching agreement under Extrajudicial Sanctions programs
- Percentage of youth cases successfully completing Extrajudicial Sanctions programs

OBJECTIVE 2 – *Government works effectively with its partners to ensure municipal capacity in matters related to buildings' fire safety and emergencies*

Performance Measures

- Number of municipal participants in emergency management training under the Provincial Training Program
- Number of municipalities participating in emergency management and protective services training under the Provincial Training Program
- Number of fire services certificates issued in Saskatchewan during the fiscal year
- Number of building officials licences issued in Saskatchewan during the fiscal year
- Number of building by-laws approved in Saskatchewan during the fiscal year

OBJECTIVE 3 – *The Department plays a leadership role in strengthening emergency management across government*

Performance Measures

- Under development

OBJECTIVE 4 – *Safety standards are maintained through a legislative framework that balances government, public and stakeholder interests*

Performance Measures

- Number of reported elevator and amusement ride incidents
- Number of reported incidents for boilers and pressure vessels
- Number of companies with licensed Quality Management Systems
- Percentage of licensed equipment inspected through Quality Management Systems
- Percentage of licensed boilers that operate under enhanced safety control systems
- Average inspection frequency of pressure equipment

GOAL 2

Re-offending behaviour is reduced due to rehabilitative interventions with offenders

OBJECTIVE 1 – *Rehabilitative interventions to reduce re-offending behaviour are derived from current research, are evidence-based and demonstrably effective*

Performance Measures

- Percentage of offenders who have completed their sentence at a correctional facility and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who have completed probation and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who have completed a conditional sentence and were re-admitted to any adult correctional program within 24 months of completion
- Number of participants in the Help Eliminate Auto Theft (HEAT) program
- Percentage of HEAT participants who re-offend (auto theft)

OBJECTIVE 2 – *Rehabilitative interventions respect and address the cultural and spiritual needs of Aboriginal clients*

Performance Measures

- Percentage of Corrections and Public Safety employees that self-identify as being of First Nations or Métis ancestry
- Average daily count at the Prince Albert Grand Council (PAGC) Spiritual Healing Lodge
- Percentage of Healing Lodge participants who successfully complete the program

OBJECTIVE 3 – *A continuum of programs and services are delivered with partners to address the appropriate needs of clients*

Performance Measures

- Percentage of offenders who were granted early release under the Extended Authorized Absence Program (EAAP) and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of offenders who completed their sentence in a Community Training Residence (CTR) and were re-admitted to any adult correctional program within 24 months of completion
- Percentage of case plans in adult institutions that are in compliance with case management standards (offenders sentenced to more than 90 days)
- Percentage of case plans in community correctional programs that are in compliance with case management standards
- Average daily count of adult offenders on bail supervision

GOAL 3

Safe, healthy and respectful departmental work environments that support learning, diversity, excellence and accountability

OBJECTIVE 1 – *Organizational capacity is strengthened through enhanced employee competence and accountability by ensuring the necessary learning and other supports and strategies are in place*

Performance Measures

- Number of training days per employee per year
- Average training dollars per employee per year

OBJECTIVE 2 – *Occupational health and safety is addressed at all work sites*

Performance Measures

- Per cent of workplace inspections completed by local Occupational Health and Safety Committee representatives
- Percentage of workplaces that meet Occupational Health and Safety training requirements by having at least one person trained in Occupational Health Committee (OHC) Levels I and II

OBJECTIVE 3 – *Employee and client rights are respected and they are ensured access to due process*

Performance Measure

- Number of substantiated complaints in Adult Corrections to the Office of the Ombudsman

OBJECTIVE 4 – *Employee understanding and acceptance of wellness is promoted*

Performance Measures

- Under development

2007-08 Financial Overview

Provincial investment in Corrections and Public Safety to promote safe communities in 2007-08 is $170.397 million. The following table shows the 2007-08 breakdown of departmental spending by function:

2007-08 ESTIMATES	*(in thousands of dollars)*
Adult Corrections	$ 76,017
Young Offender Programs	46,125
Public Safety	6,805
Central Management and Services	14,848
Regina Provincial Correctional Centre Capital	26,602
Total Appropriation	$ 170,397
Capital Acquisitions	(28,032)
Amortization	240
Total Expense	$ 142,605
REVENUES	$ 12,720
Full-time Equivalent (FTE) Staff Complement	1,733.5

Includes $26.6 million for the third year of funding for the replacement of the 1913 section of the Regina Provincial Correctional Centre.

Adult Corrections funding includes community operations, community training residences, custody facilities and program support.

Young Offender Programs include regional operations, alternative measures, custody facilities and programs, and program support.

Public Safety includes emergency planning and preparedness, the Office of the Fire Commissioner, building standards, Sask911, as well as the licensing and inspections activities for boilers, pressure vessels, elevators and amusement rides.

It is estimated that approximately $6.9 million will be provided to community-based organizations for delivery of programs and services.

Trends and Issues

The Department operates in a continually changing environment that is subject to many external factors. Some of the major factors impacting the Department include: a new federal government with its "Stand up for Security" approach to dealing with crime; an increase in the number of natural disasters combined with greater public expectation of government assistance at such times; changing demographics; greater public expectations with respect to protection against crime in a province that continues to have the highest crime rate per capita in Canada; a high proportion of at-risk youth, families and communities; and, economic pressures in the provincial, national and international spheres. (This is in the overall context of Saskatchewan's ongoing discussions with the federal government regarding equalization payments.)

SAFE COMMUNITIES

Saskatchewan communities face a number of challenges in the area of public safety. Striking weather patterns and global warming, unprecedented natural disasters, recent world events, high crime rates, marked changes in the economy, pronounced changes in demographics and in the social structure of the Province especially in the past five years, increased demands on correctional programs and increased technology have all contributed to public concerns about issues of safety. Ongoing terrorist threats have increased the awareness of Canadians and led many to reassess the risks to security and safety. The Province has shared responsibility with both federal and municipal governments in many of the areas related to public safety and security. While Saskatchewan, in general, is at relatively low risk as a target for terrorist activities, we have experienced an increase in natural disasters that have challenged the abilities of municipalities, the provincial government and the federal government to respond (e.g., flooding in 2000, wildfires in 2002, flooding and tornadoes in 2005, flooding and fires in 2006). The natural disasters such as the tsunami in December 2004 and Hurricane Katrina in the fall of 2005 have underscored the need for emergency preparedness and the public's expectations for co-ordinated response by governments. A key question has become what level of response is appropriate at the local, regional, provincial and national levels. A regional model of service delivery continues to be explored in areas of public safety where communities have the responsibility for improving emergency management and fire protection, including preparing emergency plans, enforcing building codes, and performing fire inspections. There are also important changes in technology, the marketplace and global economy. Another challenge is the implementation of an effective regulatory framework, reflecting current best practices, and technology and safety requirements in a way that balances risks and responsibilities more equitably between government and industry.

CORRECTIONS

Adult and youth corrections are also experiencing change. Since 1995-96, the main increase in adult correctional programs has been in community corrections, which has increased significantly with the introduction of conditional sentences (custody sentences to be served in the community). Additionally, in the past decade the number of remanded offenders has more than doubled while the number of sentenced offenders has decreased. While custody counts have remained relatively stable over time, recent trends indicate an increase in custody counts. A further increase is expected if the federal government implements legislation to support its "Stand up for Security" approach. As well, the ratio of remanded offenders has had a great impact on cost, security issues and programming ability. This has led to the creation of a bail enhancement pilot project to attempt to relieve the pressures brought on by the increases in remand numbers.

The newly elected federal government is implementing its "Stand up for Security" platform through legislative amendments and budgetary initiatives to get tough on crime. The plan includes a broad series of criminal justice reforms that will hire more front line police officers, impose stiffer sentences, increase reliance on custody, and strengthen the *Youth Criminal Justice Act*. The implementation of these changes will greatly increase the pressure on the provincial correctional system that is already at full capacity.

Historically, Saskatchewan has seen a very high number of Aboriginal offenders incarcerated in the correctional system. Approximately 75 to 80 per cent of offenders admitted to custody in Saskatchewan are of Aboriginal descent (data from Corrections Management Information System). Many Aboriginal people in Saskatchewan live under social conditions that are shown by research to contribute to criminal behaviour. Although there is no single cause of crime, risk factors work together over time to influence the likelihood of negative outcomes. Major risk factors that are present in the Aboriginal communities and which may increase the likelihood of crime are: poverty, abuse, violence, lack of educational achievement, lack of attachment to the labour force and substance abuse. These conditions are further exacerbated by the increased migration of Aboriginal peoples from reserves to urban centres where the access to services is complicated by issues of jurisdiction between the federal, provincial, First Nations and Métis governments. Saskatchewan has a high percentage of at-risk youth, families and communities; and many Aboriginal youth, in particular, experience the conditions that contribute to misconduct and crime. The Aboriginal population is expected to continue to dramatically increase over the next decades. Consequently, effective programs for Aboriginal people are paramount or the trend of over-representation in the correctional system will continue. The establishment of the Traditional Elders Ministerial Advisory Committee, the program delivered by the Prince Albert Healing Lodge and the work being done to respond to the recommendations of the Commission on First Nations and Métis Peoples and Justice Reform are examples of the delivery of community-based services through many partnerships that may help to change this trend.

Correctional services in all jurisdictions across Canada have been the subject of public concern about the release of high-risk, violent offenders back to their community without their re-offending behaviour changed. A combination of incarceration, risk and needs assessment, and the delivery of appropriate programs to these offenders will most likely have the desired outcomes that communities expect of the correctional system. The correctional system must focus its resources on high-risk and high-need individuals and define a basic level of service for low-risk/low-need offenders. In addition, the justice system must play an active role in identifying communities at risk throughout the Province. There needs to be recognition of the special needs of certain offenders requiring specific and dedicated responses. Examples of these special needs include: screening for Fetal Alcohol Spectrum Disorder (FASD), specific sex offender programs, and youth, women's and violent offender programs.

A comprehensive three-year review of the adult custody facility system was completed by the Provincial Ombudsman in 2002, resulting in 147 recommendations which were reviewed and assessed by the Department. Most of these have been implemented. The high crime rate has increased public expectations of accountability within the justice system as have a number of high profile cases, inquiries and investigations. The final report of the Commission on First Nations and Métis Peoples and Justice Reform was released in 2004, with the Government's response released in May 2005. Replacing the 1913 portion of the Regina Provincial Correctional Centre facility is a major initiative that will respond to key recommendations of the Ombudsman and Commission. The Department continues its work with other departments and stakeholders, including the Federation of Saskatchewan Indian Nations and Métis representatives to address the Commission's recommendations and further the Government's response. This work will continue through 2007-08 and beyond.

YOUNG OFFENDERS

The public has been particularly concerned about youth crime. The present response relies heavily on the youth justice system to deal with adolescent misconduct. Saskatchewan has the highest rate of all reported crimes in the country (2005 Crime Stats, Canadian Centre for Justice Statistics) including youth crime. Saskatchewan also has one of the highest rates of the youth population appearing in youth court and the highest rates of youth in custody per youth population. Community and professional services are challenged to address youth needs at the individual, family and community level, especially in the north.

The federal *Youth Criminal Justice Act* came into effect on April 1, 2003. Since that time, there has been a decrease in the number of youth in custody as well as on supervised probation. Although it appears that there are more youth being diverted from the justice system, youth crime has not decreased. The challenge is to provide supervision and effective programs in the community to youth in conjunction with community-based partners, particularly with First Nations and other representatives of the Aboriginal community.

LICENSING AND INSPECTIONS

Legislation has been developed and proclaimed which provides an alternative to traditional inspection methods by recognizing the private sector capacity for self-inspection. This new system will be implemented beginning in 2007-08.

Changes from 2006-07 Performance Plan

The Performance Plan for Corrections and Public Safety for 2007-08 remains largely unchanged from the published 2006-07 plan. The Plan underwent review with staff throughout 2006-07 in order to ensure it accurately reflects the business and policy direction that the Department is pursuing. The goals and objectives remain unchanged from 2006-07, when a major review resulted in the re-writing or replacing of some of the goals and objectives, as well as adding statements of principles and values.

Changes to the plan for 2007-08 consist primarily of updates to the Department's key actions, as well as changes to some of the performance measures.

On an annual basis, the Department reviews its performance measures, assesses any weaknesses and gaps, and revises the measures or develops new measures to improve its measurement set. As a result of this review process, the Department's 2007-08 plan contains the following changes to its measures:

The measure "the number of participants in the Elizabeth Fry Community Training Residence" has been removed because the agency has now become part of executive government, making this measure no longer suitable for this objective.

The measure "the per cent of case plans in adult institutions that are in compliance with case management standards" has been slightly modified to clarify that it applies to offenders sentenced to more than 90 days.

The measure "per cent of participants in the Journey to a Better Lifestyle program that successfully complete the program" has been slightly modified to reflect the new name of the program. The measure will now read "per cent of participants in the *Thinking for a Change* program that successfully complete the program."

Trendline information is provided for performance measures for the first time in the 2007-08 Performance Plan, which provides additional context and historical information for the reader.

Goals, Objectives, Actions and Measures

This section provides the detailed 2007-08 Performance Plan for CPS that supports advancement of our vision of working together for safer Saskatchewan communities. Under each goal a number of objectives have been established that support progress toward our broader goal statements. For each objective, a set of key actions that will be initiated or completed in 2007-08 has been identified. These key actions represent the means for achieving progress on the objectives. In order to assess whether the key actions adequately support the objective, a set of performance measures has also been established for each objective. These measures are intended to provide an indication of overall progress toward meeting the objective rather than assessing the key actions themselves.

Within the context of the financial plan, a significant cost driver in both Adult Corrections and Young Offender Programs continues to be custody counts within the various security classifications of offenders from high to low security, combined with the number of 'incompatible' inmates who cannot safely be housed together because of serious violence or gang-related activities. In response to these challenges, the violence reduction programming developed in 2005-06 will continue. Another key cost driver will be the new federal "Stand up for Security" agenda and the resulting implications on facility space and costs.

In both the Adult Corrections and Young Offender Programs branches, other cost factors applied to a 24/7 operation include overtime, sick leave, mandatory training, security incidents and occupational health and safety issues, as well as aging correctional facilities. The focus of the violence reduction strategy within Adult Correction and the Young Offender Programs will include a provincial custody gang strategy, specialized programming and mental health interventions for the highest-risk and violent offenders, and continued development of supportive employment initiatives for offenders. The correctional branches will continue to work with the Department of Health and other partners to provide addiction services within custody facilities as an initiative under Project Hope. Approximately $30M is available for year three of the replacement of the 1913 portion of the Regina Provincial Correctional Centre. Community operations providing probation programs through various sentencing options and pre-trial activities will supervise over 6,250 clients. Targeted crime reduction initiatives have been expanded and introduced into new communities, and will continue to be implemented. Manageable budgets are in place for corrections to achieve our Performance Plan.

Within public safety, the cost drivers include the number of licence inspections and an unprecedented number of claims under the Provincial Disaster Assistance Program in 2005-06, where the backlog continues to be addressed. Within Licensing and Inspections, the inspection program has shifted to a greater risk management approach, involving industry taking on an increased role in certain areas through government-industry partnerships. The Protection and

Emergency Services Branch will continue to support communities in their emergency management strategies and fire safety efforts by providing them with planning assistance, training and workshops, as well as providing support to them to the extent possible during emergencies. The Branch will also support emergency management within the provincial government, and enable increased joint provincial and federal government public safety and security development to better serve the citizens of Saskatchewan.

GOAL 1

Government and its partners work together to promote and maintain safe communities

OBJECTIVE 1 – *Government, in partnership with Aboriginal and other community-based organizations, promotes, plans and delivers effective and accountable adult and youth corrections services*

People are less likely to commit crime if they feel valued in their community and know what is expected of them. When offenders become reintegrated into their communities, it is also important that they receive support from the community to continue making positive changes in their lives to help prevent future offending. This objective reflects a partnership between government and community to deliver effective services, thus making communities safer.

Most of the root causes of crime lie outside the scope of the criminal justice system; these causes can only be addressed through partnerships and integrated work. There are justice system factors that can be directly addressed by the Department in co-operation with Aboriginal communities, governments and organizations.

This objective reflects the Department's desire to deliver with its partners effective, efficient and accountable programming.

Key Actions for 2007-08

- Supervise an anticipated average of 1,355 adult offenders per day in custody and 6,300 per day in the community.
- Supervise an anticipated average of 250 young offenders per day in custody and 2,000 per day in the community.
- Co-lead with Saskatchewan Justice the implementation of recommendations of the Commission on First Nations and Métis Peoples and Justice Reform.
- Continue to work with the Traditional Elders Ministerial Advisory Committee to incorporate Elders' perspectives into corrections policy and practice.
- Work with FSIN and facility cultural programs to develop a reintegration model for First Nations youth from custody to community.
- Continue addiction initiatives for youth in custody.
- Develop a comprehensive residential strategy with emphasis on Community Home recruitment in First Nations and urban areas currently in need of residential resources.

- Continue to improve the capacity of community-based organizations to provide effective and accountable programming.
- Participate in the management of the Regina Provincial Correctional Centre (RPCC) 1913 Replacement Project to maintain schedule and costs within budget.
- Develop operational policies and procedures for the RPCC replacement facility, including staff training programs.
- Develop a plan to address the crowding pressures in the Adult Provincial Correctional Centres and determine current and future cell space and program requirements.
- Review the supervision and case planning of high risk violent offenders in the community.
- In partnership with Justice and community stakeholders develop a strategy for prevention, suppression, and management of gang activity.
- Work with justice stakeholders and federal/provincial/territorial forums on strategies to review the use of remand.
- Participate in the established targeted crime reduction strategies in Regina, Saskatoon, Prince Albert, North Battleford, La Ronge and Meadow Lake.
- In partnership with Justice, continue to implement video links between court and correctional facilities.

What are we measuring?	**Progress to date**
Percentage of participants in the *Thinking for a Change* program that successfully complete the program	2005-06: 88% 2004-05: 92% 2003-04: 90% 2002-03: 80% 2001-02 baseline: 100% *[Percentage is calculated based on the number of successful completions as a proportion of the total number of participants in the program]* *[Source: Corrections and Public Safety Adult Corrections program data]*

This program, formerly known as the Journey to a Better Lifestyle Program, was revised and renamed in 2006-07. It serves a range of 100-135 offenders annually. Successful completion of the program indicates that participants have taken steps to deal with issues that have contributed to their criminal behaviour. The number of offenders that complete the program is one indication that criminogenic needs have been addressed and that offending behaviour will be reduced.

Factors that influence the measure include the ability of the Prince Albert Grand Council (PAGC) to facilitate the program and the number of offenders willing or able to participate in the program. Reasons for unsuccessful completion are not always known but could include such factors as changes in facilitators, or more offenders being released or transferred.

Because of these factors, the Department has a relatively low level of influence on the measure. Nevertheless, the measure provides some indication of the effectiveness of partnerships in delivering effective correctional programming. The consistently high successful completion rates since 2001 suggest that criminogenic needs are being addressed through the programming.

What are we measuring?	**Progress to date**
Number of youth cases reaching agreement under Extrajudicial Sanctions (EJS) programs	2005-06: 2,473 2004-05: 2,534 2003-04: 2,655 2002-03: 2,599 2001-02: 2,354 *[Source: Corrections and Public Safety, Extrajudicial Sanctions database]*

Extrajudicial sanctions are programs in which offenders accused of a criminal offence take responsibility for their behaviour by participating in a community-based program, either at the pre-charge or post-charge stage. These programs attempt to balance the needs of victims, the accused, and their communities while ensuring that society is protected. In Saskatchewan, extrajudicial sanctions are specific government-authorized programs designed to operate as an alternative to the traditional court-based system for dealing with crime. Not all referrals to such programming reach agreement. For example, there has to be a willingness on the part of the offender to participate. The number of cases reaching agreement provides an indication of capacity of community-based organizations to plan and deliver correctional services and of the partnership among the various agencies involved.

Factors that influence the measure include the capacity of the community-based organization to hire and retain sufficiently trained staff. Other factors include the willingness of the police and Crown to refer youth to these programs. The Department has a moderate influence on this measure.

What are we measuring?	Progress to date
Percentage of youth cases successfully completing Extrajudicial Sanctions programs	2005-06: 91% 2004-05: 92% 2003-04: 89% 2002-03: 93% 2001-02: 92% *[Source: Corrections and Public Safety, Extrajudicial Sanctions database]*

While the number of cases measures volume, the percentage of those cases successfully completing the program measures the effectiveness of the programs delivered by community-based organizations. Youth that successfully complete the programs will not acquire a criminal record. A high rate of successful completions will result in a reduction in the number of cases going through the court system and victim and community satisfaction in the justice system.

Factors that influence the measure include the ability of the community-based organization to attain meaningful agreements between the victim and offender, the willingness of the offender to participate in the process, and the meaningful participation of community representatives in the process. The Department has a low level of influence on this measure.

The consistently high rate of successful completions demonstrated over the past several years would indicate that once offenders are fully engaged in the process, they commit to it and experience a high rate of success.

OBJECTIVE 2 – Government works effectively with its partners to ensure municipal capacity in matters related to buildings' fire safety and emergencies

The Department delivers a number of programs and services that contribute to a safe living environment. This is accomplished by working with municipalities, fire services, those involved in building and fire code safety, emergency services providers, and individuals and industries involved in the manufacture, installation and operation of building-related heavy equipment. Education, training and public awareness are critical to improving community safety.

Prior to recent world and regional events, the Province was already facing the challenge of being able to respond to national emergency planning and security initiatives. With increased emphasis being placed by the federal government on national security, including essential infrastructure, these challenges have increased. Internal and external pressures will require the Department to develop policies and stretch limited resources as far as possible to respond to sector demands for inspection and licensing services, support municipal emergency preparedness, and provincial emergency management, and respond to certain federal initiatives, all of which provide a safe living, working and recreational environment. Progress in these areas will depend on the priorities established and the resources available to deliver the services.

Local authorities have the primary responsibility for providing a safe environment for their residents in the areas of fire suppression, building code enforcement and emergency planning. However, due to finite resources, exacerbated by rural depopulation resulting in higher proportions of senior citizens in rural areas, most municipalities cannot independently provide the complete complement of activities and services needed. Provincial, regional and local partnerships can provide opportunities to create support structures that share expertise, prevention initiatives, emergency services and regulatory services which will increase the level of safety within each community. Within this partnership model, municipal capacity to deliver programs is enhanced.

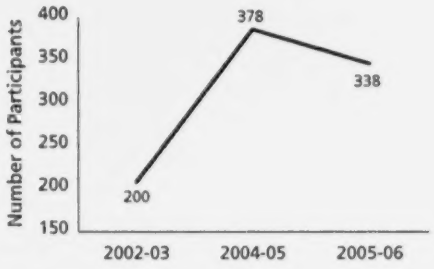
Key Actions for 2007-08

- Improve emergency management capacity among communities.
- Continue to support the needs of communities facing emergencies through direct on-site advice and management of issues (e.g., implement incident command centres).
- Finalize the assessment of roles and responsibilities in fire safety for communities and the Province.
- Finalize a delivery strategy with the fire service and communities on the regional approach to fire safety training.
- With partners, develop a telecommunications strategy for public safety and public service users.

What are we measuring?

Number of municipal participants in emergency management training under the Provincial Training Program

Progress to date



2002-03 is baseline

The Department has traditionally provided a series of training courses to municipal and provincial staff in various aspects of emergency management. Courses include Basic Emergency Management, Emergency Operation Centre Management, Exercise Design, and others designed to meet specific needs of stakeholders.

There is an increasing recognition that sharing resources in such areas as education, emergency planning and training may assist communities in addressing their protective services needs. Government can play a supportive role in assisting municipalities to work together in these areas. The number of municipal and provincial staff who are trained in various aspects of emergency management is one way of measuring municipal capacity for emergency preparedness. The Department's level of influence on the measure is moderate. Nevertheless it may need to reduce this level of training in the short term in order to provide support for communities in emergency management or to assist them through an emergency.

What are we measuring?	**Progress to date**
Number of municipalities participating in emergency management and protective services training under the Provincial Training Program	2005-06: 68 2004-05: 81 2002-03 (baseline): 80

This program, first introduced in 2002, is delivered by the Saskatchewan Emergency Management Organization to provide municipalities with hands-on assistance in the development of local emergency plans. The Department provides support to local officials and community emergency co-ordinators with the design and development of an effective emergency planning model. It is the municipalities' responsibility to have a functional emergency plan in place at all times.

The number of municipalities participating in these workshops is one way of measuring emergency preparedness across the province. The Department has a moderate level of influence on this measure.

What are we measuring?	**Progress to date**
Number of fire services certificates issued in Saskatchewan during the fiscal year	2003-04 (baseline): 337 *(Because this was a new measure established in 2006-07, trend data is not yet available.)*

This measurement will continue to be one indicator of progress for 2007-08. The Department recognizes the importance of having qualified personnel deliver building and fire safety services across the Province. As a result, the Department offers and promotes the certification and licensing of both fire service personnel and building officials. The rigorous testing and evaluation of these candidates by the Building and Fire Safety Unit leads ultimately to the validation and credentialing of personnel according to recognized professional development standards. This certification results in a high quality of services, thereby ensuring that proper building and fire safety codes, standards and regulations are being met.

There are 6,000 fire fighters in the Province, most of them volunteers. We expect that demands for training will increase. Ultimately, we would hope to see all members of the fire service obtain certification because it is becoming an industry standard. Currently, there is no legislative requirement to do this; therefore, the Department has moderate influence on this measure.

What are we measuring?	Progress to date
Number of building official licences issued in Saskatchewan during the fiscal year	Under development

While local authorities have the primary responsibility for providing a safe environment for their residents related to building code enforcement, the Department has a role to play in the development of appropriate standards and codes and in supporting municipalities to enforce those codes through such measures as training.

The number of licences issued for building officials provides one indication of how government and its municipal partners are working together to ensure public safety with respect to building standards. The Department has a moderate degree of influence over this measure. To date there are 187 licensed building officials in Saskatchewan. Of that number, 142 are licensed as Class 1; 21 as Class 2; and 24 as Class 3.

What are we measuring?	Progress to date
Number of building by-laws approved in Saskatchewan in the fiscal year	Under development

The Department also recognizes the importance of having municipalities adopt a building by-law requiring that *The Uniform Building Accessibility Standards Act* and its *Regulations* be adhered to. By assisting municipalities in developing sound building by-laws, the Department plays a supportive role in strengthening building safety across the Province.

The number of building by-laws approved in a year provides one indication of the extent to which municipalities are addressing public safety by adhering to acceptable building standards.

What are we measuring?	Progress to date
Initiatives in fire safety	Under development

The Department will be following up on its 2006-07 initiatives in fire safety to determine what additional measures may be needed as a result of the assessment of the *Fire Prevention Act, 1992* and the roles of the Office of the Fire Commissioner and local authorities in fire safety.

OBJECTIVE 3 – The Department plays a leadership role in strengthening emergency management across government

While individual departments may have lead responsibility for specific emergencies, the Department is responsible for co-ordinating overall emergency preparedness across government. CPS has the responsibility for leadership in ensuring that government as a whole is prepared for emergencies. This includes ensuring that each department has a viable emergency plan, that emergency preparedness is co-ordinated across government departments, and that departments have the necessary information and training needed in order to be prepared and to be able to respond.

Key Actions for 2007-08

- Support the preparedness of government departments for emergencies through planning, training and workshops.
- Develop training materials as core curriculum for provincial emergency management training program, including undertaking a needs assessment across government.
- Implementation of a strategy for the continuous review and updating of provincial and departmental, Crown and Agency emergency plans.
- Continue to work on establishing an effective committee and organizational framework incorporating Minister, Deputy Minister and other key department officials, with SaskEMO.
- Explore potential for co-location of emergency operations centre with the federal government.
- Implement baseline data and performance measures to track the amount of training and the number of emergency plans across government.
- Continue to co-ordinate emergency management resources at the provincial level and establish a baseline measure of how well this is being undertaken.
- Continue to work at the national and inter-provincial levels on linking emergency management initiatives across different levels of government and jurisdictions.
- Co-ordinate provincial work on establishing a framework on critical infrastructure for the province with a national strategy on critical infrastructure.
- Develop a pilot project on initial geomatics communications system to improve provincial situational awareness of events as they evolve.

What are we measuring?	Progress to date
Under development	Under development

New measures will need to be developed to address how well emergency co-ordination is occurring at the provincial level. These may include debriefings with the provincial emergency management committee with specific questions that can measure progress on issues.

OBJECTIVE 4 – Safety standards are maintained through a legislative framework that balances government, public and stakeholder interests

The Department delivers a number of programs and services that contribute to a safe living environment. This is accomplished by working with municipalities, fire services, those involved in building and fire code safety, emergency services providers, and individuals and industries involved in the manufacture, installation and operation of boilers, pressure vessels, elevating devices and amusement rides.

Many of the Acts and Regulations in the public safety sector do not reflect current regulatory best practices, technology or safety requirements. The challenge is to more equitably redistribute responsibilities and liabilities for risk mitigation activities, between government and those responsible for creating risk. This is being done through a combination of legislative changes, a strengthened partnership with industry and government taking the role of audit and support where appropriate. As a result of these changes, industry will assume a greater responsibility for such areas as inspections and operational safeguards regarding boilers and pressure vessels.

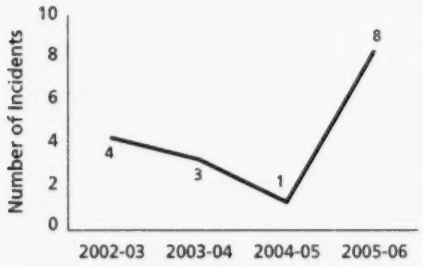
Key Actions for 2007-08

- Contribute to and participate in national and international standards development for boilers, pressure vessels, elevators, and amusement rides.
- Administer and implement program changes in *The Boiler and Pressure Vessel Act, 1999* and supporting *Regulations* passed January 2007.
- Amend *The Electrical Contractor's Guarantee Bond Regulations, 1988* and *The Gas Licensing Regulations* to increase value of bond required.
- Amend *The Amusement Ride Safety Regulations* to update the adopted Code edition and incorporate further exemptions.
- Administer gas and electrical licensing programs.
- Administer and deliver elevator and amusement ride inspection and related safety programs.
- Administer and deliver boiler and pressure vessel, inspection and related safety programs.
- Finalize strategy for adopting new National Model Objective-Based Building and Fire Codes.
- Complete consultations with stakeholders and introduce options for improving energy consumption in newly constructed retail buildings.

What are we measuring?

Number of reported elevator and amusement ride incidents

Progress to date



2002-03 is baseline

[Source: Corrections and Public Safety, Licensing and Inspections monthly statistics]

Elevating devices are in widespread operation throughout the Province. Passenger elevators, freight elevators, escalators, and ski lifts provide significant convenience to the public at large. Amusement ride devices are in widespread operation throughout the Province at fairs and exhibitions during the summer months. Amusement ride safety initiatives establish and enforce technical safety standards to minimize the potential hazards associated with the transportation and movement of people by complex electrical and mechanical equipment. The measure of incidents in these areas will inform the Department on the safety standards in the areas of government inspection. In this case, "incidents" refer to serious or potentially serious incidents due to operator error, undetectable deterioration of equipment and unpredictable influences.

The factors that influence the potential for incidents related to elevators fall within two distinct areas. The first is mechanical failure of the components of an elevator and the effectiveness of installed safety devices in response to a malfunction. The second factor is human intervention on the part of the passenger. The Department's influence is primarily associated with the first factor through its licensing and inspection programs. Inspections undertaken are focussed on the installed safety devices to ensure functionality in the event that there is a mechanical or electrical malfunction. The Department has limited influence in the second area beyond public education, such as through posted signage and inspections undertaken.

As noted in the 2005-06 Annual Report for CPS, while the number of incidents increased in 2005-06, there were no significant injuries sustained. Some of the incidents were the result of rider intervention, which CPS programs do not address. Thus, while the Department aims for zero incidents, it cannot eliminate all risk.

What are we measuring?	Progress to date
Number of reported incidents for boilers and pressure vessels	2005-06: 1 2004-05: 1 2003-04: 1 2002-03 (baseline): 6 *[Source: Corrections and Public Safety, Licensing and Inspections monthly statistics]*

Licensing and Inspections provides public protection through establishing and enforcing technical safety standards related to the manufacture, installation, and operation of complex pressure equipment in widespread use in all commercial, industrial and institutional sectors within the Province. The measure of serious incidents informs the Department on the safety of communities as it pertains to government inspected boilers and pressure vessels. In this case, "incidents" refer to serious or potentially serious incidents due to operator error, undetectable deterioration of equipment and unpredictable influences.

The factors that influence the potential for incidents to occur are related to the design and manufacture, installation practices, and operation and maintenance of the pressure equipment. The Department reduces the risks associated with operating pressure equipment through evaluation and registration of designs, licensing of manufacturers, installers and operators, licensing and management of companies to self-inspect, and performance of inspection programs. Periodic inspection of in-service pressure vessels provides a monitoring process for how effective an owner is in maintaining the pressure equipment and installed safety devices.

While the overall goal is to have no incidents occur, the very low occurrence of incidents is a good outcome and one that suggests that safety enforcement is being appropriately applied.

What are we measuring?	Progress to date
Number of companies with licensed Quality Management Systems	2005-06 (baseline): 0

Under new regulations to *The Boiler and Pressure Vessel Act, 1999,* significant changes were made to the way that licensing and inspection of boilers and pressure vessels are undertaken. Previously, government's role was that of regulator and provider of all services necessary to mitigate risk. Under the regulatory reforms, government will retain overall responsibility for regulating and setting standards governing the design, construction, installation, inspection and operation of pressure equipment. At the same time, there is the potential for industry to take on an increased role in certain areas through government-industry partnerships. We have no baseline at this time because this is a new measure. This is a significant change from the past way of doing business.

A Quality Management System is a licenced program that provides a pressure equipment owner with the opportunity to establish a documented inspection program and employ qualified inspection personnel to perform recognized periodic inspections on the equipment they own. These inspections are necessary to maintain a licence to operate. Since Quality Management Systems will only come into force when the new legislation is implemented, the baseline will be zero. The measure will show the impact of the regulatory reform on the shift from government inspections to industry inspections, which is a key component of the legislation.

What are we measuring?	**Progress to date**
Percentage of licensed equipment inspected through Quality Management Systems	2005-06 (baseline): 0

A Quality Management System is a licenced program that provides a pressure equipment owner with the opportunity to establish a documented inspection program and employ qualified inspection personnel to perform recognized periodic inspections on the equipment they own. These inspections are necessary to maintain a licence to operate. This measure will assess the proportion of owner inspections, thus documenting the shift from government to private inspections.

What are we measuring?	**Progress to date**
Percentage of licensed boilers that operate under enhanced safety control systems	2005-06 (baseline): 0

Under the new regulations, as an alternative to constant boiler operator attendance, owners who choose to install enhanced safety controls and apply additional operational safeguards on their boilers can take advantage of reduced operator attendance requirements.

The proportion of licensed boilers operating under these enhanced safety control systems is one indication of the partnership approach between industry and government in implementing effective safety standards.

What are we measuring?	**Progress to date**
Average inspection frequency of pressure equipment	2005-06 (baseline): 5

One indicator of the effectiveness of an inspection program is the re-inspection frequency of pressure equipment. Baseline inspection frequencies are established through previous inspection results (assessment of in-service condition) and other risk assessment factors. The introduction of additional preventative maintenance techniques taken from evolving industry standards provides for a more comprehensive assessment of the equipment, increased inspection frequencies and greater periods of time between shutdowns required for maintenance. Consequently, the average inspection frequency of pressure equipment is expected to increase.

GOAL 2

Re-offending behaviour is reduced due to rehabilitative interventions with offenders

OBJECTIVE 1 *– Rehabilitative interventions to reduce re-offending behaviour are derived from current research, are evidence-based and demonstrably effective*

There is a growing understanding that the incarceration of offenders, by itself, is not the answer to reduce re-offending behaviour. A combination of supervision, risk and needs assessment, and the delivery of appropriate programs at the right time to high-risk and violent offenders will more likely result in reduced offending behaviour. Correctional interventions based on current research and evidence-based approaches are the most likely to result in successful outcomes for offenders. Continued evaluation of rehabilitative interventions and modification as appropriate will help ensure these outcomes. While the term 'rehabilitative' is used, many of the offenders in the youth and adult correctional systems have always been on the margins of society and have never fully participated in a functional way. The term 'habilitative' is more appropriate in these cases. The primary goal of these interventions is to link the offenders with services in the community that will help them to cope in their situation without having to resort to criminal behaviour.

The Department has begun the process of assessing all its programs against established program standards with the goal of reducing the re-offending behaviour of participants in these programs and using the least restrictive measures required according to legislation.

Key Actions for 2007-08

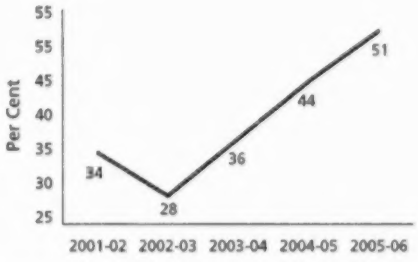
- Continue to implement the Violence Reduction Initiative through: training on Core Correctional Practices; program audits using Corrections Program Audit Inventory (CPAI); improved education, employment and activity opportunities for offenders; and implementing a risk assessment tool for domestic assault offenders.
- Develop and implement with partners a provincial gang suppression strategy.
- Design and implement research on risk assessment and Community Safety Planning, in conjunction with the University of Saskatchewan.
- Review custody program standards related to nutrition.

- Lead the development of the CPS Young Offender and Young Adult Community Connections initiatives in Regina and Saskatoon.
- In partnership with Saskatchewan Learning implement programs that better transition youth to community schools from custody.
- Continue to implement facility programming based on "best practice" research.
- Provide appropriate reintegration programs to low-security female offenders at the Sharber Unit of the Pine Grove Correctional Centre.

What are we measuring?

Percentage of offenders who have completed their sentence at a correctional facility and were re-admitted to any adult correctional program within 24 months of completion

Progress to date



2001-02 is baseline

Data for 2004-05 and 2005-06 is based on a 24-month period, while data for previous years was calculated for a 12-month period.

[Source: Corrections and Public Safety, Corrections Management Information System]

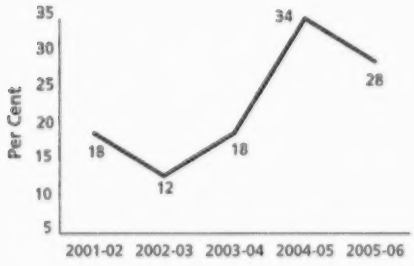
Research shows that correctional programs that target the criminogenic needs of offenders, and that are delivered in a manner that matches the learning style of the offenders can reduce subsequent re-offending behaviour. The measure of offenders that have completed custody and were re-admitted to any correctional program is one measure of program effectiveness.

There are many factors that influence the lives of offenders related to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her custody sentence, so it has limited influence over the measure. A low percentage figure is desirable for this measure.

What are we measuring?

Percentage of offenders who have completed probation and were re-admitted to any adult correctional program within 24 months of completion

Progress to date



2001-02 is baseline

Data for 2004-05 and 2005-06 is based on a 24-month period, while data for previous years was calculated for a 12-month period.

[Source: Corrections and Public Safety, Corrections Management Information System]

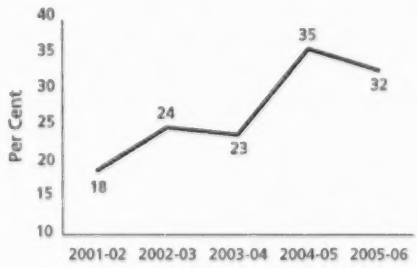
Research shows that correctional programs that target the criminogenic needs of offenders, and that are delivered in a manner that matches the learning style of the offenders, can reduce subsequent re-offending behaviour. The measure of offenders that have completed probation and were re-admitted to any correctional program (custody or community) is one measure of program effectiveness.

There are many factors that influence the lives of offenders related to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her custody sentence, so it has little influence over the measure. A low percentage figure is desirable for this measure.

What are we measuring?

Percentage of offenders who have completed a conditional sentence and were re-admitted to any adult correctional program within 24 months of completion

Progress to date



2001-02 is baseline

Data for 2004-05 and 2005-06 is based on a 24-month period, while data for previous years was calculated for a 12-month period.

[Source: Corrections and Public Safety, Corrections Management Information System]

Research shows that correctional programs targeted at the specific areas leading to offending behaviour, and that are delivered in a manner that matches the learning style of the offenders, can reduce subsequent re-offending behaviour. The measure of offenders that have completed a conditional sentence and were re-admitted to any correctional program (custody or community) is one measure of program effectiveness.

There are many factors that influence the lives of offenders related to subsequent offending behaviour. The Department may or may not have involvement with the offender past the expiration date of his/her sentence, so it has little influence over the measure. A low percentage figure is desirable for this measure.

What are we measuring?	**Progress to date**
Number of participants in the Help Eliminate Auto Theft (HEAT) program	2005-06: 60 2004-05: 72 2003-04 baseline: 67 *[Source: Regina Police Statistics]*

The HEAT program began in Regina in 2002, in response to the increasing problem of auto theft by young offenders. The HEAT program is for first-time offenders and incorporates a targeted approach that includes enhanced partnerships, tighter supervision, better co-ordination and more effective rehabilitation. All referrals to the HEAT program go through a preliminary risk and needs assessment screening process. Those that are screened as medium or high are accepted into the program, while those that have a preliminary screening of low risk are referred to other Extra Judicial Sanctions. The measure shows the number of youth referred whose initial level of risk is assessed as medium or high.

The number of offenders participating in the program is a measure of the referrals to effective programs that reflect current research and best practice. The Department has a moderate influence over this figure. As the Regina Auto Theft Reduction Strategy has been successful in reducing the number of auto thefts, the pool of potential participants for the HEAT program should decline over time.

What are we measuring?	**Progress to date**
Percentage of HEAT participants who re-offend (auto theft)	2005-06: 12.5% 2004-05: 14%* ** Figure represents the two-year period 2002-03 to 2004-05.*

The proportion of HEAT participants who re-offend in the area of auto theft during the time of their involvement in the program is one measure of the effectiveness of the approach. However, there are many factors that influence the lives of offenders related to subsequent offending behaviour. The Department has a low level of influence over these factors, and thus a low level of influence over the measure.

A low percentage figure is desirable for this measure since that indicates a low level of reoccurrence of auto theft behaviour.

OBJECTIVE 2 – Rehabilitative interventions respect and address the cultural and spiritual needs of Aboriginal clients

While recognizing the circumstances of Aboriginal people in Saskatchewan, the justice system, and other human service systems, must treat Aboriginal people fairly, and work to address issues that now result in high levels of offending behaviour, victimization and incarceration of Aboriginal people. The keys to this include: supporting Aboriginal communities, organizations and governments in developing and delivering services within and outside the justice system, while recognizing that they do not always have the means and resources to be the effective partners they want to be; integrating the values, cultural practices and beliefs that meet the needs of Aboriginal people; and employing more Aboriginal people in the justice system.

These issues and approaches were highlighted in the recommendations of the Commission on First Nations and Métis Peoples and Justice Reform.

Key Actions for 2007-08

- Provide appropriate cultural programs, including ongoing Elder participation in community and custody programs.
- Maintain a range of Aboriginal-operated reintegration, custody and community services.
- Develop and implement an inventory and tracking system for cultural program activities, numbers of youth involved and connections to community supports.
- Develop a training module on Aboriginal culture awareness for youth workers.

What are we measuring?	**Progress to date**
Percentage of Corrections and Public Safety employees that self-identify as being of First Nations or Métis ancestry	2005-06: 16.4% 2004-05: 15.1% 2002-03 (baseline): 15%

[Source: Public Service Commission statistics]

One way of helping ensure that correctional programs respect the cultural and spiritual needs of Aboriginal clients is to have correctional staff who are of First Nations or Métis ancestry. This measure reflects data based on self-identification, so may be an under-representation of the proportion of staff of First Nations or Métis ancestry.

The Department has a moderate level of influence over the measurement results through its role in promoting the hiring of First Nations and Métis staff.

What are we measuring?	**Progress to date**
Average daily count at the Prince Albert Grand Council (PAGC) Spiritual Healing Lodge	2005-06: 17 2004-05: 18 2003-04 (baseline): 15.6 *[Source: Corrections and Public Safety, Management Report]*

Since 1997, Corrections has contracted with the PAGC for the operation of a Spiritual Healing Lodge that houses up to 20 provincially sentenced male offenders, and five federally sentenced male offenders. The focus of the healing lodge is to provide the residents with a solid grounding in First Nations culture, values and customs and to address their mind, body, spiritual and emotional needs. Program objectives include the development of a plan for each resident to address problems that bring him into conflict with the law, and the development of an aftercare or release plan with his home community.

The Spiritual Healing Lodge is an example of a program that addresses the cultural and spiritual needs of Aboriginal offenders. While the majority of participants are Aboriginal, the program is not restricted to Aboriginal offenders.

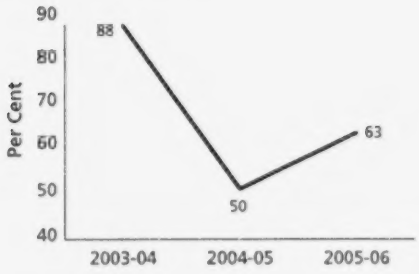
The Department has a moderate level of influence through its role in referring offenders to the program and in promoting the program as an option for offenders.

It should be noted that an average daily count of around 80 per cent of capacity in a facility is considered full. Thus, the trends noted below indicate that the provincial component of the facility (20 beds) has been full for the past three years, indicating significant uptake by offenders.

What are we measuring?

Percentage of Healing Lodge participants who successfully complete the program

Progress to date



2003-04 is baseline

[Source: Corrections and Public Safety, Corrections Management Information System]

While the average daily count provides a measure of volume, the percentage of successful completions measures the effectiveness of cultural and spiritual programming. Successful completion is defined as the offender not being returned to a correctional facility during the program, or not absconding.

The Department has a moderate level of influence through its role in referring appropriate offenders to this program.

OBJECTIVE 3 – A continuum of programs and services are delivered with partners to address the appropriate needs of clients

The need to provide appropriate programs in a timely manner to address the range of needs of offenders as a means of minimizing the risk they pose and addressing their criminogenic needs is an ongoing challenge. Within the justice sector, effective early intervention services, such as diversion and alternative measures, can prevent offenders' further involvement in the criminal justice system. Effective links to community resources, including reintegration programs, which address the needs of offenders and manage risk to the community are more effective in achieving long-term behavioural changes. In most cases, correctional services rely on the availability of community treatment resources for such issues as addictions and mental health, and play a supportive role with links to education and employment resources in the community. The lack of attachment to appropriate community resources can result in further offending behaviour.

Key Actions for 2007-08

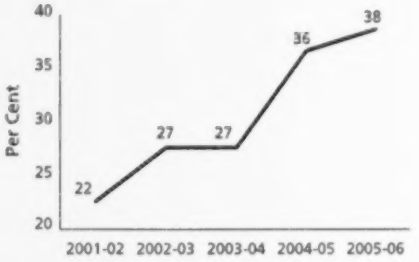
- Work with Saskatchewan Community Resources and Advanced Education and Employment to develop an employment model for offenders.
- Work with other departments to develop residential, employment and income security services appropriate and effective for CPS clients.
- Participate in the ongoing implementation of *Project Hope*.

- Complete transition of Echo Valley Youth Centre to a non-custody residential/reintegration program in partnership with First Nations.
- Participate in the Provincial Strategy for Individuals with Cognitive Disabilities.
- Develop and implement long-term planning for capital needs for facilities.
- Develop better mental health services for people in custody, in conjunction with Saskatchewan Health.
- Work with Saskatchewan Learning to ensure the Drug Education Curriculum is delivered to youth in custody education programs.
- Strengthen involvement of youth facilities in interagency forums.
- Provide addiction services to offenders in custody, in conjunction with Addiction Services and Regional Health Authorities.
- Fully operationalize the government-operated women's Community Training Residence in Saskatoon.

What are we measuring?

Percentage of offenders who were granted early release under the Extended Authorized Absence Program (EAAP) and were re-admitted to any adult correctional program within 24 months of completion

Progress to date



2001-02 is baseline

Data for 2004-05 and 2005-06 is based on a 24-month period, while data for previous years was calculated for a 12-month period.

[Source: Corrections and Public Safety, Corrections Management Information System]

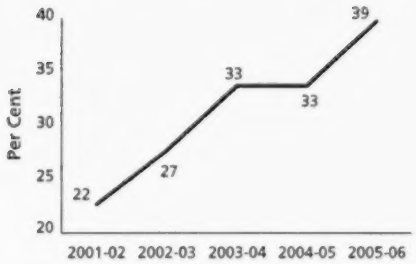
Under the provisions of *The Correctional Services Act*, offenders can be granted release from custody prior to their custody release date. A typical reason for early release would be to attend a treatment program in the community. This measure, then, is a gauge of the offenders' reintegration into the community after a custody sentence, and helps the Department to determine the appropriate use of reintegration programs.

There are a number of factors that influence the lives of offenders, such as residence, education/employment opportunities, relationships with significant people and treatment. While the Department has supervision requirements for the duration of the EAAP, there may not be supervision requirements past the time of custody termination. The Department has a low level of influence on this measure. A low percentage figure is desirable for this measure.

What are we measuring?

Percentage of offenders who completed their sentence in a Community Training Residence (CTR) and were re-admitted to any adult correctional program within 24 months of completion

Progress to date



2001-02 is baseline

Data for 2004-05 and 2005-06 is based on a 24-month period, while data for previous years was calculated for a 12-month period.

[Source: Corrections and Public Safety, Corrections Management Information System]

Some offenders can be transferred to a CTR prior to the expiration of their period of custody. Typically, this would happen so that the offender could work in the community as part of a pre-release plan from custody. This measure is a measure of the offenders' reintegration into the community after a custody sentence, and helps the Department to determine the appropriate use of reintegration programs.

There are a number of factors that influence the lives of offenders, such as residence, education/employment opportunities, relationships with significant people and treatment. In some cases, the Department has involvement with offenders after their discharge from a CTR, but in many cases, there is no post-custody supervision required from the courts. The Department has a low level of influence over this measure. A low percentage figure is desirable for this measure.

What are we measuring?

Percentage of case plans in adult institutions that are in compliance with case management standards (offenders sentenced to more than 90 days)

Progress to date

2005-06: N/A*
2004-05: 60%
2003-04: 51%
2002-03: 69%
2001-02: 53%

* *Audit of case plans now done in the fall each year, resulting in 05-06 results being reported in the 2006-07 Annual Report.*

[Source: Corrections and Public Safety, Corrections Management Information System]

The Integrated Case Management final phase was implemented in June 2002. This policy defines the standard for completing case plans in facilities within 28 days of the offender's admission. The Department will do a file audit of all custody files to measure compliance with standards. This will be a good accountability measure for custody programs.

The factors that influence this measure include custody population sizes and staffing issues, such as the maintenance of staff in each position. The Department has a high level of influence on this measure.

The audit of case plans will not be undertaken during 2007-08 due to the re-allocation of resources to providing training in case management. Consequently, there will not be a report on this measure in the 2007-08 Annual Report. The audit will be resumed in future years.

What are we measuring?	**Progress to date**
Percentage of case plans in community correctional programs that are in compliance with case management standards	2005-06: N/A* 2004-05: 44% 2003-04: 53% 2002-03: 52% 2001-02: 76%

* *Audit of case plans now done in the fall each year, resulting in 05-06 results being reported in the 2006-07 Annual Report.*

[Source: Corrections and Public Safety, Corrections Management Information System]

The final phase of the Integrated Case Management plan was implemented in June 2002. This policy defines the standard for the completion of the case plan in community corrections to be within 42 days from the beginning of the sentence. The Department will do a file audit of a sample of community program files to measure compliance with standards. This will be a good accountability measure for community correctional programs.

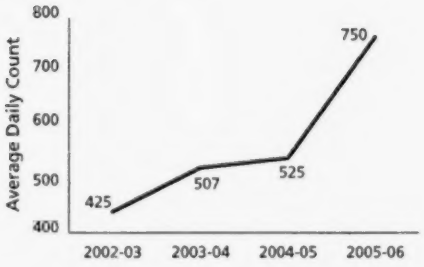
The factors that influence this measure include caseload sizes and staffing issues, such as the maintenance of staff in each position. The Department has a high level of influence over this measure.

The audit of case plans will not be undertaken during 2007-08 due to the re-allocation of resources to providing training in case management. Consequently, there will not be a report on this measure in the 2007-08 Annual Report. The audit will be resumed in future years.

What are we measuring?

Average daily count of adult offenders on bail supervision

Progress to date



2002-03 is baseline

[Source: Corrections and Public Safety, Corrections Management Information System]

According to Canadian criminal law, in most cases, accused persons have limited restrictions placed on their freedom during the adjudication of their cases. Courts remand accused individuals to custody, pending trial or sentencing following a trial, in three situations: when there is doubt that the individual will return for subsequent court appearances; because the risk to re-offend is high; or to ensure public confidence in the justice system. Remand is an intensive, high cost, and highly restrictive measure. Many individuals can be safety supervised in the community while also meeting the requirements of the court. The Judicial Interim Release program, commonly known as Bail Supervision, provides a safe and cost-effective community alternative to remanding an accused person in custody. Bail Supervision promotes community safety and reduces unnecessary disruption to individuals regarding: connections to family, community services and supports, and employment/education/training.

In order to assist the Court, Corrections staff prepare reports regarding the individual's suitability for Bail Supervision. Where the Court issues a Judicial Interim Release Order, there are usually conditions that are numerous and restrictive and require a high level of involvement with Corrections staff. This high level of involvement provides for quick responses to any alleged violations of the order while at the same time allowing a range of individuals to safely remain in their community.

This measure counts the annual number of individuals under Bail Supervision. The measure indicates the capacity of Corrections to provide an alternative to remand.

GOAL 3

Safe, healthy and respectful departmental work environments that support learning, diversity, excellence and accountability

OBJECTIVE 1 – *Organizational capacity is strengthened through enhanced employee competence and accountability by ensuring the necessary learning and other supports and strategies are in place*

Employees' skills and abilities are enhanced through staff training plans, equity programs and recruitment. These initiatives are fundamental to maintaining an effective working environment and to building the capacity of the organization for the future. Managers are accountable for leadership and providing support; employees are accountable for acquiring and maintaining the necessary skills.

There is a growing demand from the public for government to be more open to public scrutiny, to be fiscally responsible and to be more accountable to issues of privacy.

Key Actions for 2007-08

- Continue to implement the succession management program.
- Continue to prepare the Justice Enterprise Information Network (JEIN) system for implementation.
- Review, update and implement individual and work unit annual learning plans linked to the Department's overall strategic plan.
- Research, develop and submit an incentive plan to support recruitment and retention in hard to recruit locations.
- Continue to monitor and report on benchmarks for YCJA implementation.
- Increase the number of Aboriginal supervisors in community and custody programs.
- Continue to develop and implement diversity policies and initiatives.
- Promote financial accountability awareness through the delivery of staff information sessions and presentations.
- Develop a strategic financial plan that will effectively use resources to support and sustain operations and strategic directions.
- Implement the Purchase Card Program.

What are we measuring?	Progress to date
Number of training days per employee per year	2005-06: 2.8 2004-05 (baseline): 4.33 *[Source: Government of Saskatchewan Internet Personnel System (IPS)]*

Ensuring employees have access to training (both formal and informal) and providing supports for employees to participate in training are key elements of enhancing employee and organizational competence. Tracking the number of training days per employee is another way of measuring progress toward that objective.

The average number of training days per employee is a partial indicator of the organization's and employees' commitment to training, thus contributing to employee competency. Again, it is helpful to compare ourselves to other, comparable standards. This information is not available for the provincial government as a whole, but the Conference Board of Canada suggests a standard of 3.70 days per employee per year.

The Department has influence over the amount and type of training offered.

What are we measuring?	Progress to date
Average training dollars per employee per year	2005-06: $121 2004-05 (baseline): $131

Average training dollars per employee per year is another partial indicator of the commitment to training and enhancing employee competence.

It is generally accepted that 80 per cent of an organization's training occurs informally, during day-to-day job performance. It is also accepted that 20 per cent of training is done formally. However, some organizations such as Corrections and Public Safety use in-house trainers as opposed to more expensive outside trainers. The dollar value should be read as an efficiency in this context, if read in conjunction with the training days.

OBJECTIVE 2 – Occupational health and safety is addressed at all work sites

Staff and client safety and security are important issues in all work environments. These issues are of particular importance to the Department due to challenging work environments and responding to community emergencies. Addressing these issues requires awareness and careful management of risk so that appropriate levels of knowledge and protection are in place. Structures such as the provincial Occupational Health and Safety Council and local committees work with stakeholders to address these issues.

Key Actions for 2007-08

- Enhance employee health, safety and security by identifying both individual and work group needs and developing plans for addressing those needs.
- Review, update, and develop emergency management plans in facilities as required.
- Complete analysis of options for North Battleford Youth Centre renovation/reconstruction to replace Saskatchewan Hospital, in conjunction with Health.
- Develop a strategic long-term capital plan.
- Use capital resources to address areas of health, safety and security and safety within all work environments.
- Establish a workplan and follow-up on employee response to the Public Service Employee Survey.

What are we measuring?	**Progress to date**
Percentage of workplace inspections completed by local Occupational Health and Safety Committee or representatives	2005-06: 53.5% April – October 2004 baseline: 37%

An inspection is a purposeful examination that identifies and helps correct threats to the health, safety and security of employees. With regular inspections risks are identified before anyone gets hurt.

What are we measuring?	**Progress to date**
Percentage of workplaces that meet Occupational Health and Safety training requirements by having at least one person trained in OHC Levels I and II	2005-06: 92.5% (Level I Training) 46.7% (Level II Training) April – October 2004 baseline: 50%

Occupational Health Committee (OHC) training Level I and II informs health and safety members how to be more effective in proactive hazard identification and developing recommendations to control risks as well as responding to concerns.

OBJECTIVE 3 – Employee and client rights are respected and they are ensured access to due process

Employee rights are covered by the various collective agreements and guidelines from the Public Service Commission.

It is necessary to strike an appropriate balance between security, supervision and treatment, and the rights of the clients. Achieving this balance involves working closely with the Offices of the Ombudsman, Children's Advocate and other client representatives.

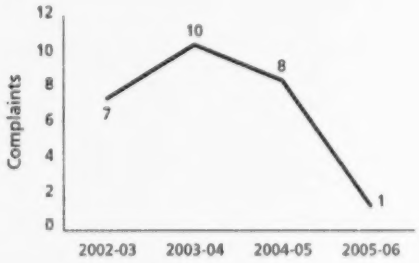
Key Actions for 2007-08

- Improve labour relations.
- Maintain ongoing dialogue with the Children's Advocate.
- Establish clear and consistent policies regarding the protection of personal health information of staff and clients.
- Develop approved records management structures and processes in all branches to reflect privacy and access guidelines.

What are we measuring?

Number of substantiated complaints in Adult Corrections to the Office of the Ombudsman

Progress to date



2002-03 is baseline

[Source: Corrections and Public Safety, Adult Corrections Program data]

The Ombudsman is an Officer of the Legislative Assembly of Saskatchewan with the authority to investigate complaints received from members of the public who believe the Government administration has dealt with them unfairly. Most of the complaints to the Ombudsman from Corrections and Public Safety come through adult corrections. The Ombudsman investigates every complaint made by a client, and either dismisses the complaint, determines that the Government acted in the appropriate manner, or determines that there has been some contravention of policy and recommends corrective action. The number of substantiated complaints refers to the number of complaints where an investigation by the Ombudsman

resulted in a recommendation for corrective action. This measure gauges both the clients' satisfaction with the services being provided, and the Department's ability to provide access to these services for clients. Adult corrections works with about 26,000 offenders annually. The Ombudsman initiates an average of 140 investigations each year.

A number of factors influence the measure, including the provision of basic services in a custodial setting, fair treatment in a restrictive environment and access to the rights of offenders. The Department has a moderate level of influence over the measure as it pertains to the treatment of individual clients, but a low level of influence as it pertains to other issues within the lives of clients, including the legal system.

OBJECTIVE 4 – Employee understanding and acceptance of wellness is promoted

Wellness refers to physical, emotional and spiritual well-being. While individuals must personally commit to wellness, the organization can support the process through creating an environment in which employees are more likely to accept wellness as an integral part of daily operations. Thus, the Department is responsible for promoting and ensuring access to wellness opportunities while employees have the responsibility for participating and improving their well-being.

Key Actions for 2007-08

- Continue to implement the Wellness Action Plan.
- Ensure staff have access to all wellness information and provide leadership through participation in wellness events.

What are we measuring?	**Progress to date**
Under development	Under development

For More Information

The plan provides information about what we hope to accomplish in the coming year. If you have any questions or comments, or would like additional copies of the plan, we invite you to call (306) 787-7872.

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Or send us an e-mail through our website:
www.cps.gov.sk.ca

Visit our website to find out about:

- Our submission to the Commission on First Nations and Métis Peoples and Justice Reform
- The Regina Auto Theft Strategy
- 2005-06 Corrections and Public Safety Annual Report
- Adult Corrections and Young Offender Services
- Protection and Emergency Services
- Licensing and Inspections
- 2007-08 Corrections and Public Safety Performance Plan